

TESTIMONY OF
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CALIFORNIA OFFICE OF HOMELAND SECURITY
BEFORE THE
JOINT LEGISLATIVE COMMITTEE ON EMERGENCY SERVICES AND
HOMELAND SECURITY
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Chairman Nava, Vice Chair Kehoe, and Members of the Joint Legislative Committee on Emergency Services and Homeland Security, thank you for the opportunity to testify before you this afternoon regarding our State's homeland security efforts and relationship with the California National Guard (CNG). My name is Matthew Bettenhausen and I am the Director of the Office of Homeland Security (OHS).

California has been, and continues to be, a national leader in the field of homeland security and we remain persistent in our efforts to further our ability to prevent, prepare for, respond to, and mitigate all hazards, from natural disasters to terrorist attacks. OHS continues to seek out, strengthen, and advance our local, State, federal and private sector partnerships, as well as opportunities to be innovative and proactive, as we develop and implement a comprehensive State strategy that is consistent with the National Strategy for Homeland Security.

One of our partners in these efforts is the CNG. The CNG plays a significant role in bolstering our planning, training and response capabilities and ensuring these capabilities are executed seamlessly and efficiently. OHS, the Office of Emergency Services (OES) and the CNG interact and collaborate throughout the many stages of the emergency management cycle – through planning at the executive committee level, conducting training for our first responder community, and providing and coordinating response to emergencies or disasters.

The CNG is integrated into our State's homeland security planning efforts through their participation on the Governor's Emergency Operations Executive Council (GEOEC) and the California Maritime Security Council (CMSC).

To improve coordination and communication between State agencies prior to, during and in the recovery phase of any disaster, Governor Schwarzenegger established the GEOEC on April 18, 2006. The GEOEC is jointly chaired by OHS and OES, and its members include the CNG, the California Health and Human Services Agency, the Business Transportation and Housing Agency (BT&H), Veterans Affairs, the California Highway Patrol, the California Department of Health Services and the Emergency Medical Services Authority. The GEOEC held its first meeting in early June and continues to meet throughout the year to develop recommendations for the Governor and the Legislature on pending emergency conditions that may threaten public

health and safety and focus on building strong relationships among key response agencies. The GEOEC will also continue to focus on budget coordination, legislative coordination, Continuity of Operations and Continuity of Government (COOP/COG) planning, and the creation of a written overarching State emergency preparedness strategy.

The CMSC was established on October 12, 2006 to address the need for expanded coordination and information sharing between the federal, State and local governments at our ports. OHS, OES and the CNG participate on this committee along with officials from the U.S. Coast Guard, BT&H, the U.S. Navy, the directors of California's major ports, and representatives from labor and business communities. The CMSC has convened twice and among its accomplishments has established a charter, sub-committees and is collaborating on the development of a statewide maritime security strategy.

Through these committees, our State agencies have worked to align our planning and preparedness goals and develop a comprehensive State strategy. Regular meetings of these committees continue to ensure that coordination remains a top priority for the State.

OHS also partners with the CNG through the administration of the Homeland Security Exercise and Evaluation Program (HSEEP). The CNG is the State's Executive Agent for this program. HSEEP provides financial and direct support to assist State and local governments with the development and implementation of exercise and evaluation programs for weapons of mass destruction response. HSEEP assistance varies from conducting seminars and workshops to running table top, full-scale and functional exercises. Through this program, we have supported the training of over 500,000 emergency responders and over 863 Terrorism Liaison Officers with over 700 courses being taught by training partners and funded with homeland security grants. Furthermore, the CNG partners with OES and OHS in the development and implementation of the annual statewide Golden Guardian exercise. Through the 2006 Golden Guardian exercise, we tested our capacity for interoperable communications, information and intelligence sharing and dissemination, medical surge, explosive device response, and law enforcement investigative operations. We will continue to build upon the lessons learned from this exercise and previous exercises and have already begun planning for the 2007 and 2008 Golden Guardian exercise, which will focus on terrorist attacks in stadiums and mass transit locations; and a catastrophic natural disaster involving an earthquake in Los Angeles.

Discussing the strengths of our training and exercise programs naturally leads to a discussion of our ability to coordinate response. California has been a pioneer in emergency response coordination through its establishment of the State Emergency Management System (SEMS). SEMS was created in response to the 1991 East Bay Hills Fire through legislation introduced by Senator Nicholas Petris, which directed OES, in coordination with interested State agencies, to establish a standardized emergency management system for use by all emergency response agencies by December 13, 1993. SEMS is the system for managing response to multi-agency and multi-jurisdictional emergencies in California. The SEMS framework incorporates concepts of the Incident Command System (ICS), multi-agency or inter-agency coordination, Master Mutual Aid Agreement and system, and the operational area (OA) concept. ICS is a standardized on-scene, all-hazard incident management system. It is a flexible system that

allows its users to adopt an organizational structure to match the complexities of single or multiple incidents. A Master Mutual Aid Agreement is an agreement entered into by and between State agencies or departments and municipal corporations or other public agencies to assist each other by providing resources during an emergency. OA refers to a county and all of its political subdivisions. OAs prepare for and coordinate response to emergencies within a county area.

In response to the Governor's Executive Order S-2-05, OES and OHS have undertaken an effort to create a unified system to incorporate the National Incident Management System (NIMS) with SEMS. As many of you are aware, NIMS was actually modeled after SEMS. Both SEMS and NIMS establish an organized structure for the management of all-hazard emergency operations. First responders throughout California are being trained based on this unified emergency management system that incorporates the protocols of both the state and federal governments. Although there are many similarities between the emergency response elements of NIMS and SEMS, the implementation of all elements of NIMS will require some modification of SEMS from an emergency response system to an emergency management system that addresses preparedness, recovery and mitigation activities in addition to response.

Managing the response to a disaster requires a flexible and adaptable approach. Chains of command, types of mutual aid needed, strategies, plans, and other aspects of a response can change rapidly as events unfold. NIMS/SEMS and ICS principles allow for participating agencies to change and adapt response tactics as needed. The successes of our planning, training and exercise efforts demonstrate, and those of us testifying before you this afternoon are confident, that our emergency response community can and will respond swiftly, efficiently, and as appropriate in the event of an emergency or disaster.

Speaking of mutual aid, California has demonstrated our commitment to enhancing our ability to share emergency resources with other states through ratifying the Emergency Management Assistance Compact (EMAC). EMAC is the primary legal tool that states use to immediately send and receive emergency personnel, equipment, and aid during any major emergency or disaster as declared by the affected state's governor. In addition to providing authority for response assistance, EMAC also provides for mutual cooperation emergency-related exercises, testing, or other training activities in order to prepare for actual emergency situations.

In the midst of Hurricane Katrina's emergency response effort, Governor Schwarzenegger signed Assembly Bill (AB) 828 (Nava, Chapter 233, Statutes of 2005) to ratify and approve EMAC. OES coordinated the response of 2,700 California first responders to areas affected by Hurricane Katrina. Mutual assistance can include the use of member states' National Guard troops in accordance with the National Guard Mutual Assistance Compact or by mutual agreement between states. In this situation, operations control of these forces is the responsibility of the host state's emergency services authorities, while regular leaders maintain the command and control of their emergency forces.

EMAC became inoperative on March 1, 2007 and will be repealed by January 1, 2008, unless a new provision is enacted to extend the sunset date or make the compact permanent. Therefore,

the Administration is supporting the passage of AB 1564 (Nava, 2006) to extend the sunset date for EMAC an additional five years.

I would like to take a few moments to specifically highlight a few of the CNG's capabilities to respond to State emergencies; these assets have continued to expand and be strengthened in the wake of 9/11:

The CNG's Weapons of Mass Destruction and Civil Support Teams (WMD/CST) are federally funded teams that assist first responders in assessing and advising at the scene of a nuclear, biological or chemical event, and facilitate follow-on National Guard and Federal assets. The teams provide enhanced nuclear, biological and chemical detection equipment and computer modeling and medical expertise regarding protective and remediation measures. They also possess highly-capable communications equipment that enables interoperability between civilian agencies. Each team consists of 22 full time Guardsmen with one team located in Hayward and the other in Los Alamitos. These teams are operational 24 hours a day, seven days a week.

The Chemical/Biological/Radiological and Nuclear/Explosive Enhanced Response Package (CERFP) is a team of over 100 Guardsmen specially trained in response to a WMD incident. The team is equipped with the latest in decontamination technology and consists of a:

- 60 person decontamination/monitoring section;
- 19 person medical decontamination section; and a
- 30 person search and rescue/extraction section.

CERFP is intended to mobilize within six hours and follow behind CSTs, setting-up to decontaminate and provide treatment for the victims of a WMD or similar large-scale terrorist attack. Federal funding was provided for one CERFP unit which is headquartered in Santa Rosa.

The CNG's Incident, Commander's Command, Control and Communications Unit (IC4U) are truck-mounted units that provide rapid data, voice and video communications and can be fully operational within 15 minutes upon arrival at a scene. These interoperable communications command units capture electronic information and can transmit email and populate web portals with situational reports. The units use an on-board computer with a satellite internet service. They provide interoperability with any type of radio system, including police UHF, sheriff VHF, HAM radio, public television, or even cellular and satellite phones. The IC4Us are available for mutual aid in any type of incident. We have worked with the CNG and OES to procure seven units that will be managed by OES and strategically placed throughout the State.

OHS continues to collaborate with the Military Department to identify and apply for U.S. Department of Homeland Security grants and administer projects to enhance the Guard's interoperable communications systems, training and exercise program, response to chemical, biological, radiological/nuclear and explosive (CBRNE) incidents, and ability to assess the vulnerability of and harden critical infrastructure sites. For fiscal years (FY) 2003 and 2004, the Military Department was awarded and has successfully drawn down over \$20.2 million in grant funding. For FYs 2005-2007, the Military Department was awarded \$2.6 million for projects including assessing the vulnerabilities of and hardening critical infrastructure and supplementing commercial airport security, and is in the process of implementing these projects.

While I am mentioning these teams, equipment and projects as specific examples of CNG response capabilities, we must acknowledge and thank the individual Guardsmen who are the true assets. These are individuals who have other, civilian careers, but are dedicated to mobilizing as needed and utilizing their expertise and training to ensure, fight for, and sustain, the stability of our State and nation.

Through our participation in planning committees; collaborating in developing and implementing a comprehensive State strategy; building, exercising and expanding our training and exercise program; and training and exercising the activation of the NIMS/SEMS system, OHS, OES and the CNG are more than prepared to execute a coordinated, unified, efficient and effective response in the event of a disaster.

As you have heard from others today, our CNG are prepared and capable of being activated to respond to a myriad of incidents, as has been demonstrated through their deployment to assist with Hurricane Katrina relief efforts, their recent deployment to the border, and their deployments to bolster airport security.

In September 2005, Governor Schwarzenegger signed General Order 2005-01, to activate personnel and resources necessary to respond to Hurricane Katrina. The CNG deployed more than 800 troops along with their equipment to support relief efforts. The CNG assisted with area security, communications, cargo airlift and humanitarian aid. Five of the IC4U units that I mentioned previously were deployed to the Gulf Coast and for several days, these systems were the only form of communication for much of the Gulf States area. OHS and OES have continued to work towards achieving full communications interoperability and these IC4U units are valuable resources available not only for our State's benefit, but other states as well.

In June 2006, Governor Schwarzenegger signed a Memorandum of Agreement (MOA) with the three other border states of Arizona, New Mexico and Texas and the Department of Defense to enhance border enforcement along the southwest border. The MOA allows Guard forces to be shared between these states. Each Governor retains the ability to decline missions that could compromise his or her ability to respond to state emergency requirements. Approximately 1,000 CNG forces have been authorized to be used in support of Customs and Border Patrol's (CBP) mission to secure the southern border. CNG troops are part of a 6,000 member coalition of citizen soldiers. CNG troops are providing support in mission areas including operations, air support, ground transportation, command and control, base operations, maintenance, civil engineering, and ports of entry augmentation. The CNG are acting in support of CBP efforts; they do not play a direct role in law enforcement activities.

Following the uncovering of the August 2006 air terrorism plot against the United States and Great Britain, Governor Schwarzenegger ordered the re-deployment of various security assets, including the CNG, to augment security at four of California's airports. Over 300 troops were deployed to provide support to San Francisco, San Diego, Los Angeles and Ontario airports. The troops acted in a support role to the civilian authorities to address the increased security requirements resulting from the heightened terrorist threat level. The CNG previously

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augmented security at the State's airports following the attacks of 9/11 when from October 2001 to May 2002, the CNG had approximately 800 soldiers and airmen on duty at 19 California airports.

I appreciate the opportunity to speak before you this afternoon on our collaboration with the CNG. We remain dedicated to strengthening this partnership to ensure that California remains a leader in planning for, responding to, and mitigating all hazards. Thank you for the dedication your committee members have shown toward furthering and supporting our efforts and for your attention this afternoon.